DOCUMENT RESUME

ED 141 129 SE 022 634

TITLE	The National Energy Plan. Summary of Public Participation.
INSTITUTION	Executive Office of the President, Washington, D.C. Energy Policy and Planning.
PUB DATE	[77]
NOTE	44p.; Contains occasional small type
AVAILABLE FROM	Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 (Stock Number 040-000-00383-5, No price quoted)
EDRS PRICE	MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS	Conservation (Environment); *Energy; *Energy Conservation; *Federal Programs; *National Surveys; *Policy Formation; *Public Opinion; Public Support; Surveys

ABSTRACT

In March 1977, a project was begun by the Executive Office of the President to seek out comments and recommendations from the public for a comprehensive national energy plan. Three simultaneous approaches were used: (1) ten regional town meetings were conducted; (2) Twenty-one small conferences were held at the White House; and (3) a public notice was placed in the Federal Register and some 600,000 of these were mailed directly to citizens to ask their opinion. This booklet summarizes the results of these three approaches. Public opinion in the policy areas of conservation, supply development, federal regulation, hardship to citizens, imported energy, environment, citizen participation, and intergovernmental relations is discussed. Lists of suggestions citizens made for conserving energy are included. (AJ)

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The National Energy Plan

Summary of Public Participation

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Summary of Public Participation

Soon after his inauguration, the President requested that a serious effort be launched to seek comments and recommendations from the public for a comprehensive national energy plan. In March, the effort was launched, using three simultaneous approaches to reach the public:

- A Federal Register and direct mailing request for written comment drew nearly 28,000 responses.
- Ten regional town meetings were conducted by the Federal Energy Administration. Some 800 persons spoke at the meetings which were attended by 2600 persons.
- Twenty-one small conferences were conducted by the Energy Policy and Planning Office in the Executive Office of the President for a broad spectrum of groups and individuals to address concerns about energy policy. Approximately 400 persons participated.

Asking the public for their views and recommendations carries with it the obligation to report back to the public what it has said to the government. This report attempts to meet that obligation. In doing so, it is bound to fall short of perfection, since a written exposition of reasonable length is bound to leave out the thoughtful analysis, the fervor in expressing a strongly held view, and the remarkable inventiveness of the American public. Nonetheless, the material that follows attempts to capture some of the highlights and central themes of each of the three efforts. Additional detailed information will be made available separately. From the standpoint of those responsible for assisting the President in fashioning the comprehensive energy plan, the effort was clearly productive, not only in what is recorded here, but also in the nuance, and the richness of the detail in what was heard and read.

From the public participation effort there emerged certain themes, both explicit and implicit:

- Individuals, groups, and organizations regard the energy problem, and the need for national solutions, as a matter of high importance, and overwhelmingly appreciated being asked for their views and recommendations.
- In spite of some definite skepticism about the impact that their views would have, both the organized and unorganized public in large numbers came forward to express their views.

- Many comments were made to the effect that participation and discussion should be an ongoing process, and that such efforts to consult the American people should reach beyond Washington into the Nation's communities with their unique as well as their common problems.

From the standpoint of substance, the public participation effort produced a great diversity—indeed in some instances, a clash—of views and judgments when desirable, but competitive, goals and actions were weighed. While more detail follows in the individual sections, certain central themes and issues were evident:

- Most participants felt that the energy problem was real, and looked to the government to do a much better job of defining the problem and providing reliable and useful information about it. The need for better education on energy problems and their solutions came up time and again.
- Conservation was a theme which came up consistently with enormous general support, but with differing views as to how to achieve it. The dominant view favored voluntary means and incentives, but substantial support for regulation and standards was also expressed.
- The use of market place pricing as necessary for conservation provoke controversy, with strong support expressed for all conflicting views.
- Most of those expressing opinions saw an increasing dependence on imported energy as undesirable and regarded stockpiling as a sound approach to reduced vulnerability.
- The priorities for domestic supply development provided strong reactions. The concerned energy industries advocated policies in support of their views, while environmentalists took strong exception to many of those policies. Consumers warned about prices, and industries worried about the availability of supply as well as price. More use of coal received the most support; with enthusiastic and widespread interest in the development of solar energy. The much more controversial issue of nuclear energy received vigorous support from some, and substantial opposition on safety, environmental, and proliferation grounds from others.
- The comments also suggested that the federal government should play a substantial and vigorous role in research and development. Many also strongly urge long range national policies which would provide stable energy sources for the future.

These and other views are reflected more precisely in the following sections. It is important to note that these views do not constitute a "national referendum." Such was neither their purpose nor result. The American system, through the President and the Congress, and the federal structure has a time-tested, constitutional means of adopting national policies. Rather, the purpose of public participation was to have a discussion with the American citizenry about the policies which the President should recommend. The measure of success lies in the ability of the government to hear and to understand. Given the diversity and conflict of views, agreement with all opinions is impossible. But taking differing views and perspectives into account is not only a desirable but a necessary part of the American political process.

White House Mini-Conferences on National Energy Policy

The White House energy staff invited more than 400 persons representing a wide variety of individuals, groups, organizations, state and local governments, businesses and themselves to give their advice and views on related energy problems in a series of twenty-one mini-conferences from March 14 through March 25, 1977.

Each meeting included participants with similar interests, though not necessarily of like mind, in a three-hour round-table discussion with three or four energy staff members.

The public and press were invited to attend. Summaries of each mini-conference were drafted by non-governmental journalism students, and the sessions were videotaped.

The conferences were not designed to encourage adversarial views, nor to achieve consensus on any of the issues. They were, rather, an intense effort to develop a thorough understanding of the perspectives of persons with similar interests and problems.

The meetings were a microcosm of the diverse interests, concerns and values which bear on public policy in a democracy. The report itself, in large part, is a synthesis of these diverse values and varied interests.

The following are abstracts taken from the meetings (full summaries are printed separately).

Conservation

Most groups were concerned with America's excessive energy use. Most also agreed on the need for an energy conservation plan. Each meeting individually reflected its participants' views on: who should carry the burdens of a plan; how the plan should be carried out, with voluntary or mandatory means to carry out the plan, and what the plan should include. If there was strong agreement on any one issue it was best exemplified by the belief that "the cornerstone (of national policy) has to be conservation."

Some of the consumer advocates, low and fixed income groups, unions, agricultural representatives, environmentalists and state representatives talked of encouraging home insulation and industrial efficiency with financial incentives such as tax rebates and credits. Several, but not all of these, support low-interest government loans and mandated standards on insulation.

Builders, investors, Public Utilities Commissions, utilities, agricultural organizations, gasoline retailers, commercial building managers, some State energy representatives and industries advocated a limited role for the federal government in encouraging voluntary measures by incentives. . . . "the free market and industry are more likely to be successful than low-cost government loans, because people will not take them up" was a common theme.

"Mandatory requirements for home insulation scare the devil out of us. Many of our members are already priced out of the home market. For those who do own a home, this would be coming out of their own pocket." These are concerns voiced by unions; they have preference for establishing mandatory requirements for industry with built-in regional flexibility.

Some public utilities point to their problems in developing information on home insulation but plan, nonetheless to move ahead in providing technical advice, identification of contractors and limited financing.

Typically, there is ample support for direct and indirect government promotion of fuel efficient autos, taxes on large cars, and continuation of auto emission standards.

The auto industry, however, takes exception to an "auto specific energy conservation plan." Other sectors use much more energy and can offer large energy saving, they assert. If Federal policy prohibits auto manufacturers from producing the car that the public wants, "then the public will keep their older and less efficient models."

The concept of gasoline taxes was not viewed with favor. Some groups prefer gas rationing to a gas tax because that way the burden will be evenly shared by poor and rich alike; others believe there is a certain inequity in taxing one aspect of fuel use. Their argument is that there is no rationale for taxing gas for cars while exempting home heating fuel and industrial fuel. Some argue against the tax on other grounds. "I don't know how you can distinguish between workers who use mass transit and those who need a car." "This (gas tax) would give a bonus to persons who use mass transit and penalize those who have to use a car." The agricultural representatives stated their special needs for oil for machinery and petrochemicals.

Some of the other conservation measures mentioned were: changing people's attitudes toward transportation and big cars, 55 MPH speed limits, national attention to mass transportation, employee car or vanpooling, federal assistance in improving existing school buildings and building energy efficient new facilities, and recycling bottles and cans.

Frequently, conservation was referred to as one of the nation's first important new sources of energy and hopes were expressed that the President's energy message would not be timid on conservation.

Supply Development

There is considerable support for developing coal, solar, and nuclear energy. With few exceptions, most participants believe that more attention will have to be paid to development of solar energy, and the development of other existing energy sources such as wind, geothermal, resource recovery, water, oil shale, and coal gasification.

The coal, oil and gas industries seek a national policy with "certainty" coal representatives said, pointing to past experience with national policy that has been in their view "unfair and inconsistent." They do not support mandated coal programs and seek relaxation of the Clean Air Act.

The principal problems facing the coal industry lie in the fields of safety and environmental regulation. Additionally, coal operators seek federal legislation to relax environmental standards on strip mining and allow them to mine on publicly owned lands. They contend that "unnecessary delays in the leasing process" hinders future development of our coal resources.

The unions back this up with the argument that coal development "is a safe way to meet energy needs for the next 40 years." But in contrast to industry, they believe that the technology is available "for industries to convert to coal and still meet clean air standards."

There was, however, little unison in the meetings on strip mining legislation and its effects on the environment or in those on the development of coal supplies. As an environmentalist summed up his group's views: "I think you'll find opposition among this group to supply strategies" to solve energy crises being preferred to conservation measures.

The issue of nuclear energy development drew strong positive or negative statements and feelings. The nuclear industry asked for a "clear" nuclear policy, with relaxed restrictions on building facilities and fast breeder development. They suggest the use of an "interim license" that would allow construction to begin immediately, contending that "if any drastic problem came up, construction could be stopped."

Many groups strongly oppose plutonium reprocessing and the use of fast breeder reactors. Their concerns center around safety hazards and the danger of nuclear proliferation. The strength of these convictions of are exemplified best by environmentalists urging that the greatest energy potential lies in "non-nuclear areas," and reminding the energy staff of President Carter's pledge to make the use of nuclear power a "last resort with the strictest possible safety precautions."

There were other issues raised in energy resource development:

Many believe that energy problems have been brought about by federal regulations which have prevented the growth and development

of facilities. The industrial representatives suggested that Environmental Protection Agency regulations and federal controls have hampered conservation. They often cited the "Clean Air Act" as an example of why industry was forced to use natural gas in place of coal.

The unions, financiers, bankers and builders accused federal red tape and regulations of slowing down the development of energy sources, curtailing financial investments, and generally causing uncertainty in the building and investment markets.

The nuclear industry wants a relaxation of regulatory restrictions, and fewer public hearings, which were described as an "invitation for frivolous and mischevious intervention that ultimately burdens the public."

The State representatives and Public Utility Commissions suggested that natural gas conservation would be improved by adopting a "finders keepers" principle that would allow a State which "finds" resources through conservation to retain and redistribute that gas within the State in which it is "found".

Some other issues raised concerning resource development were controversial views on horizontal and vertical divestiture, and the financial problems experienced by small energy producers.

All industry groups pointed to the need for substantial long-term capital investments and for the long-term stability in government policies which would permit these investments to be made.

The Federal government should support small energy producers, some participants stated. "These producers are where the innovative ideas in energy research originate."

Environmental concerns were expressed by many about nuclear power hazards and about the adverse effects of offshore oil an gas drilling, coal gasification, and strip mining. State representatives cited some of these concerns as their reason for requesting a strong state voice in site selection for nuclear plants and other energy development projects.

Federal Regulations

Federal initiatives in utility rate reform were advocated by many of the groups, though few favored moving total responsibility from the State to the Federal level. The reforms mentioned included peak pricing, flat and inverted rates, and life-line rates. The Public Utility Commissions, State and local representatives and State energy officers joined others in advocating an improved rate structure while retaining the primary responsibility for utility regulation at the State level.

Many advocated some simplification, relaxation or standardization of federal regulations for building standards, setting lead time, plant design, and mining.

Many groups supported the removal of controls on gas and oil prices. "Our present system demands wasted energy and regulation keeps prices artificially low so consumers don't worry about wasting a few extra gallons of gas," stated the oil and gas companies, expressing the sentiments of most of industry and some other citizens. Low and fixed income groups, consumers, and unions, however, seek continued control of gas and oil pricing. "Prices are not the way" because deregulation "would create tremendous inequities between average workers and more wealthy consumers. All it produces is windfall profits" they stated. With equal conviction and forcefulness, the "free market" advocates believe that decontrol of gas and oil pricing will "tend to curb consumption," will "allow the forces of the free market system" to work voluntarily, and will increase consumer conservation and fuel economy.

The auto industry contended that customers do not value fuel economy in cars because gas isn't expensive enough. A rise in gas prices would make it easier to convince people to buy a car with better fuel economy. Union representatives, however, do not share the same view, they state, "if you try to raise the price of gas very much, all hell will break loose. If a man doesn't have the cash to lay out, he can't wait a year for a rebate."

Citizen Participation

There is general support for continued public participation in energy policy making. The citizen groups support opportunities for involvement through additional advisory committees, town meetings, and membership on regulatory bodies. Many industrial and business representatives give support to participation, but also point to federal regulations requiring citizen review as an impediment to timely construction of needed facilities.

Greater citizen involvement was cited as helpful on many issues such as: citizen support for voluntary conservation measures, minimizing the "credibility gap" in the "energy crises," and establishment of trust between consumers and public utility commissions.

Suggestions for participation included consumer offices in each state, more local control over utility companies, and the formation of fuel cooperatives. "I hope this policy is balanced, and that it will include all Americans," was a statement frequently heard.

Intergovernmental Relations

Federal government policies should have "certainty . . . , stability, and above all leadership," was a sentiment expressed by most on the issue of municipal, State and Federal roles in energy policy-making. Most support a large federal role in research and development, and in implementation.

Industry, builders, State and local representatives, small energy producers and others cite problems with overlapping jurisdictions, building codes, federal regulations, and federal delays.

Some state that the principal federal role should be to prevent regional feuding among the States, and some suggest the revision of State laws which impede or prohibit innovative resource development plans.

The federal involvement should include the setting up of an independent source for data collection system. There is a "need for people to (believe that) there is an energy problem," and often the only information a State receives on energy is from private industry, some energy officials said.

Consumers, citizens, State and local representatives, industry and others support flexibility for the States in a national energy policy, with State and local representatives asking for a major role in development of national energy policy. They also caution that national policy should not thwart States that have already moved ahead in conservation. Consumer advocates ask for more State funding for State and local citizen groups to monitor energy activities.

Hardships

Typically, groups and individuals spoke about the financial strain of high fuel bills and other hardships such as unemployment. They point out that "the poor pay a much higher percentage of their income for basic utility services." They believe that a comprehensive national plan should have built-in provisions for federal assistance, including utility rate reforms, life-line rates, funding for home weatherization for the poor and elderly, assistance programs focused on inner city dwellers, and moratoriums on utility cut-offs.

Though the fuel industry and others gave some support to energy stamps for poor and fixed income persons, many environmental, consumer, and low and fixed income groups find energy stamps totally unacceptable. They point to food stamps as examples of "what not to do." These same groups cite the concern with national energy policy, and attack solutions which do not help to solve the problems of low and fixed income groups with inelastic demands on income. They use "peak load" or "marginal pricing" as examples of solutions which will not help the poor.

Consumer Education

Along with the general overall support for conservation efforts, most of the meetings reflected support for citizen education about the energy crisis. There is some consensus that the credibility of the ener-

gy crisis needs "reinforcing" and there should be national efforts through schools, news media and television to get information to the public. One citizen proposed a nationally televised quiz show that "tested the output and efficiency of kitchen appliances."

Other

Several groups mentioned organizational issues, and supported creation of an intergovernmental relations office, consumer representation, more emphasis on public participation, and an organization to provide independent data collection. Doubts were also raised by some about the inclusion of the Federal Power Commission in the proposed Department of Energy with concern focused on the objectivity and non-political nature of regulation inside the proposed Department.

Energy Policy and Planning Office

Mini-Conference With Individuals, Groups, Business and State/Local Governments Advice and Views on a National Energy Policy

March 14—9–12 a.m.	Consumer Groups
2– 5 p.m.	Auto Industry
15—2– 5 p.m.	Unions
16—9–12 a.m.	Builders, Architects, Planners
2– 5 p.m.	Financiers, Bankers and Investors
17—9–12 a.m.	Industrial Energy Producers—Coal
2– 5 p.m.	Industrial Energy Producers—Nuclear
18—9–12 a.m.	Public Utilities Commissions
2– 5 p.m.	Privately-Owned Utilities and Public Utilities
19—9–12 a.m.	Small Energy Producers Geothermal Solar Energy Wind Power Hydro-Electric Resource Recovery
2– 5 p.m.	Industry/Business Energy Users
21—9–12 a.m.	Industrial Energy Producers—Oil & Gas
2–3:30 p.m.	Agricultural Interests
4–5:30 p.m.	Petroleum Retailers and Marketers
22—9 a.m.–2 p.m.	Environmentalists
3– 5 p.m.	Service Industry Energy Users
23—9–12 a.m.	State and Local Officials
2– 5 p.m.	Education Representatives
24—9–12 a.m.	Low and Fixed Income Representatives
2– 5 p.m.	State Energy Officers
25—9–12 a.m.	19 Citizens

Summary of TEN Regional Town Meetings

The Federal Energy Administration conducted ten citizens' Town Meetings on National Energy Policy. The meetings were held in Chicago, Boston, New York City, Philadelphia, Atlanta, Dallas, Kansas City, Denver, San Francisco and Seattle, March 14 through March 21. In total, more than 2600 people attended the town meetings and 797 made statements. The speakers included good cross-section of private citizens, minority groups, industry, small business, consumer and environmental groups.

Many speakers welcomed the President's interest in obtaining citizen ideas. There is an extensive awareness of energy problems and a substantial consensus that conservation is the highest priority. There is a division over which measures should be mandatory and which should be voluntary, but nearly everyone supports conservation.

Conservation

Those who supported voluntary means believed that effective incentives are needed for voluntary measures to work. In addition, many who supported voluntary incentives also indicated a need for mandatory standards in some cases. A clear desire for better and more active education programs was expressed repeatedly in all regions. Education programs on energy and conservation options are sought through schools, public television, and literature.

There were those who spoke for carpooling and vanpooling, 55 mph speed limits, better traffic flow, more bike lanes, and generally better public transportation.

Financial incentives were supported by most of those who supported voluntary measures. Incentives include taxes on energy and its products and tax credits for employment of conservation measures. Many wanted incentives without penalties. Financial incentives mentioned most often were: tax credits for small autos, tax incentives or credits for insulation and home heating systems, tax credits for employers providing employee transportation, and some form of support for non-petroleum using vehicles. They also felt that there should be tax incentives to develop energy conservation technology, and there was mention of low- or no-interest loans and long-term financing as well as federal and state assistance.

Those who advocated mandatory standards or requirements did so because they believed that voluntary measures alone would not work.

Those standards mentioned most often were for federal buildings, home heating and insulating systems, appliances, and boilers.

Standards for the transportation industry were discussed such as: efficiency standards for autos, and reduction of airplane speeds, increasing the use of railroads instead of trucks to ship goods, enforcing energy efficiency standards for currently inefficient autos, and prohibiting auto idling.

Other proposed standards also were noted: such as forbidding gas burning in boilers, mandating beverage container deposits, encouraging reuse of bottles and cans, and limiting commercial electric advertising.

A wide range of other measures to support conservation were mentioned. A small percentage of people thought allowing prices to rise with the market would be the best way to achieve conservation.

Examples of conservation initiatives given include: resource recovery, subsidizing mass transit and railroads, use of alternative fuels, a program whereby utilities assist homeowners with insulating their houses, a shorter work week, and research on, and development of, programs in the conservation field. It was also proposed that the government should emphasize long-range land-use controls to create more energy efficient cities.

Supply Development

Those who spoke about their priorities in resource development had differing views. In general, there was major support for use of renewable resources such as solar energy and a variety of other sources (wood, methanol, methane and other) to replace non-renewable oil and natural gas.

Development of coal as an intermediate fuel was advocated by many in Regions III, IV, VII, and VIII. Land use problems and socio-economic problems were of particular concern in Region VIII. Nuclear energy was viewed as a panacea by some and as an insurmountable hazard by an equal number.

Comments from Region VIII indicate a concern that all parts of the country contribute to supply development.

Solar energy development was favored in Regions II, III, VII and VIII, and was given highest priority in Region IX. Commercialization of solar space and water heating as soon as possible was urged, as well as incentives for solar installation.

The most controversial supply option, with an equal number speaking out strongly for or against it in all Regions, was nuclear energy.

Those who advocated expanded development of nuclear energy saw the need to replace oil and gas, but foresaw problems with coal development and utilization.

Those who opposed nuclear energy were concerned about the dangers connected with plant operation and waste disposal. They advocated use of renewable resources.

Other energy sources mentioned for development were oil and gas, hydro-electric, ocean thermal, tidal power, geothermal, methanol, methane and wood.

Environmental considerations were discussed regarding the pros and cons of nuclear power, i.e., the safety of plants and problems of waste disposal. While many people felt that the problems are insurmountable, an equal number felt that the dangers were exaggerated. In Region VIII, there was concern that coal gasification would damage land and air. Problems connected with burning coal were addressed by a few.

Other suggestions and comments were to relax environmental laws to allow the government to closely evaluate the social implications of gasification and liquification of coal, and the use of socio-economic impacts as the basis for development of regional plans.

Many citizens spoke of the federal role in research and development, believing that government should play a major role through supplying funds. Inventors expressed a need for support to develop their concepts, and a need to expand patent laws to protect the rights of the individual developer or inventor in the energy field. Incentives for research and development by private companies and individuals were advocated. Federal funding was also mentioned, both for supply development and for printing do-it-yourself books.

Intergovernmental Relations

The federal government should tailor energy plans to take into account unique regional circumstances, should include regional representatives in decision making and should try to accommodate special Indian concerns. The federal government, it was felt, should assist state and local governments with funds, and through development of model legislation, and through coordinating energy programs, and program development. Some believe the federal government should also develop national standards in order to ensure that individual states will not risk losing industry.

There also was emphasis placed on citizen and local government involvement in decision making. Some spoke of a better flow of information, improved collection of energy data, uniformity in regulations, and an increase in intergovernmental cooperation. Some think the government should support efforts to inventory and develop resources on Indian land.

Federal Regulation

Federal regulation of utility rate reform was advocated by many. Reforms mentioned include peak load pricing, flat and inverted rates, and lifeline rates to the poor and those on fixed incomes. Many advocated simplification of licensing and environmental regulations and procedures.

The majority advocated lesser control over prices. Concerns for problems of low-income people were expressed by many of those advocating lesser controls. Some proposed protection for consumers through prevention of utility shut-offs. Oil company profits over 10% should go to aid low income persons, and federal aid programs for insulation, particularly for low-income groups, some said. Gasoline rationing and taxes were opposed by some. Strong federal regulations regarding nuclear safety, transportation and waste storage were advocated. Some made suggestions to reduce or eliminate oil company controls of new energy production facilities.

Citizen Participation

Many citizens advocated more town meetings, and citizen advisory committees with funding for citizens and intervenors. More public education was also advocated for minorities and Spanish speaking people on energy programs. Many asked for more consumer representation.

Hardships

Typically many people spoke of their problems in paying increased fuel bills and of the danger of unemployment from energy cut-offs. Some propose funding of weatherization programs for the poor and elderly, utility rate reform with life-line rate features, and a moratorium on all utility cut-offs.

Environment

Environmental concerns were expressed in discussions on conservation of natural resources and choice of supply development. Strong views were advocated on both extremes: do away with most, or all, regulations concerning environment; and let environment protection take priority over energy development.

The majority who discussed environment were concerned with nuclear development. In Region IX there was concern for nuclear plant siting on or near earthquake faults and for plutonium storage in populated areas and on earthquake faults.

Imported Energy

Imported energy was mentioned by only a few speakers with some advocating a stockpiling by private industry and others urging the government to buy as much as possible, and save U.S. oil. Many advocated reducing imports by a variety of conservation, supply, and regulatory approaches.

CONCERNS EXPRESSED BY THOSE SPEAKING AT TOWN MEETINGS

Topic:	*Times mentioned*
Conservation:	
Usual voluntary means	177
Financial incentives	156
Mandating standards	152
Other measures	259
Total	744
Imported energy:	
Reserve stockpiles	17
Voluntary measures	8
Other measures	43
Total	68
Supply development:	
Priority as to type of reserve	242
Environmental considerations	66
Federal role in R. & D	59
Federal financing	76
Other measures	131
Total	674
Environment:	
New approaches	21
Environmental tradeoffs	59
Reclamation in surface mining	34
Other measures	29
Total	143
Federal regulation:	
New approaches	70
Greater control over prices	49
Lesser control over prices	100
Kinds and types of regulatory protection for consumers	56
Other measures	54
Total	329

CONCERNS EXPRESSED BY THOSE SPEAKING AT TOWN MEETINGS

Topic:	*Times mentioned*
Intergovernmental relations:	
Responsibility of Federal Government	102
Emphasis on the State	30
Emphasis on the local level	40
Other measures	31
Total	203
Citizen participation:	
Total	78
Hardships:	
Problems in paying increased fuel bills	92
Unemployment due to energy cutoffs	16
Recommendations (Weatherization, Fuel Stamps, increased Federal payments to the poor, cutoff prevention programs)	53
Other measures	26
Total	187

Summary of the 28,000 Written Responses

A TOWN HALL BY MAIL

A Public Notice appeared in the March 2, 1977 edition of *The Federal Register* inviting the American people to comment on and make recommendations for the President's National Energy Plan. The Notice, signed by James R. Schlesinger, Assistant to the President, sought comment on eight broad areas of policy but it also encouraged citizens to address the issues that most concerned them and to do so in their own style.

The objective of the program was to give the public the opportunity to express its attitudes, viewpoints, and feelings on the National Energy Plan and what it should include. The public's comments were deemed to be particularly significant because energy legislation will have a direct and far-reaching effect on every citizen.

To assure the broadest opportunity for response in the limited time available, approximately 600,000 reprints of the Notice were mailed the weekend of March 4, 320,000 to individual citizens, the balance to lists acquired from other organizations and Federal agencies.

By April 1, 27,898 letters, telegrams, packages, mailgrams, and position papers had been received, 18,721 of these from the general public. Every letter has been carefully read and reviewed.

The program was intended to provide an open forum in which the people could make their views on energy known. This report, then, is not a dry demographic analysis of opinions and attitudes but rather about what people wrote and the way that they expressed it in what was, in effect, a Town Hall by Mail.

COMMENTS ON EIGHT ENERGY POLICY AREAS

The White House invited open comment on eight broad areas of energy policy. It was clear from the responses that the people are serious and concerned about energy. It was just as clear they do not view the present energy situation as merely a problem but as something that can be solved. This resulted in many responses suggesting that the government initiate a "Manhattan Project" for energy.

In general, the responses seemed to reflect the writers' personal experiences rather than addressing the full scope of the energy situation. An apartment dweller, for example, suggested mandatory laws for

landlords to insulate apartment dwellings, while a landlord suggested laws passing increased energy costs on to the renters.

To facilitate assessment of the replies, a series of statements based on the Public Notice was constructed. This allowed those reading the letters to categorize the responses and thus establish some measure of concern and its intensity. It also helped in developing consistency in making those measurements.

While some writers replied at length ("Since you asked for my energy ideas, I've got a lot of them. . . ."), most persons confined their comments to a few areas or even a single point ("Ensure that clear, not frosted lightbulbs are available at retailers"). The result is that while more than 27,800 letters were received, the number of those commenting on any specific area of energy policy was usually much lower.

Many writers offered comments or suggestions that could not be categorized within the framework of the Public Notice. For example, a business executive wrote: "We . . . strongly encourage Mr. Carter to do something. Doing something that not necessarily is right in all ways, but doing something." These replies are discussed in Part III.

In the following portions of this section, the policy issues mentioned in the Public Notice are listed with tables and brief descriptions of the responses. The tables also indicate consensus or the lack of it. When respondent groups were not fully in accord, the consensus of each group is reported. On occasion, references are made to regional differences; a map of the Federal regions and regional and other tables appear in the full report.

The tables throughout this report have been structured to show how many persons responded by group or region. Percentage figures reflect the number of persons (by group or region) responding to a policy area or to a specific issue compared with the total responses received. Vertically displayed percentages reflect the division of opinion only for those responding to the specific issue listed above or within each table.

The number of persons who responded to each policy area varied widely. The number of responses that addressed each policy area and their percentage of all letters received is tabulated below.

Policy area	Total respondents	Percentage of all responding
Conservation	16, 986	61
Imported energy	7, 097	25
Supply development	17, 321	62
Environment	7, 639	27
Federal regulation	9, 936	36
Intergovernmental relations	3, 620	13
Citizen participation	2, 515	9
Hardships	1, 676	6

Policy Area: Conservation

The United States uses more energy per person than any other nation. Because of inefficient ways of using energy, however, much of it is lost without performing useful work. Thus, conservation offers a fruitful avenue for saving energy in the years immediately ahead.

The White House invitation asked Americans how they felt these savings might best be achieved. Respondents in all groups were in near-unanimous agreement that the United States has reached the point where energy conservation is necessary, and they have some definite ideas on how conservation should be pursued.

There was general agreement among most responding groups on the most fruitful targets for conservation practices. These were ranked as transportation, then homes, industry, and business. Businessmen and educators gave top priority to homes, while the remaining groups closely ranked transportation and homes.

Few writers were neutral on whether the nation should rely on voluntary efforts to conserve energy. Most members of the public who replied and most of the other groups opposed such strategies. Only industrial leaders and businessmen expressed majority support for a voluntary approach.

This was another issue on which there is a broad consensus across regions and groups. Nationally, over 97 percent of all respondents to this issue support a tax approach to spur conservation practices. The general public perceived tax incentives for conservation as applying to their homes, usually for insulation. As a mother in Massillon, Ohio wrote: "Allow taxpayers to install insulation, siding, storm windows, new furnaces—whatever is required to save energy—and deduct the price from their gross tax."

Conservation of all forms of energy throughout the U.S. is now required.

Consensus:
All groups agree conservation needed.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	4622	519	561	253	232	110	760	429	7486
Responses to Issue vs. All Responses (%)	25	28	26	44	37	30	35	30	27
Strongly Disagree	1.3	0.4	1.8	0.8	0.4	0.9	0.9	0.2	1.1
Disagree	1.6	1.3	0.9	0.8	0	0	0.4	1.6	1.3
Agree	78.6	86.9	79.3	71.1	71.1	50.0	73.8	89.2	77.3
Strongly Agree	18.1	11.0	17.3	27.3	28.4	49.1	24.7	28.2	19.9
No Stated Position	0.3	0.4	0.7	0	0	0	0.1	0.7	0.3

Conservation of energy should be practiced in homes, industry, business, transportation, other

Consensus:
Groups diverge. Most select transportation

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	5111	418	482	144	153	58	640	386	7390
Responses to Issue vs. All Responses (%)	27	23	22	25	24	16	29	27	26
Consensus	Trans.	Homes	Trans.	Trans.	Trans.	Trans.	Homes	Trans.	Trans.
Homes	57.1	63.0	56.9	68.8	75.8	67.2	68.0	65.8	59.6
Industry	25.3	30.5	38.0	35.4	39.2	27.6	20.8	35.5	27.1
Business	23.2	31.7	40.9	35.4	43.1	24.1	21.7	32.6	25.9
Transportation	70.2	62.0	62.0	73.6	77.1	75.9	61.9	68.4	68.6
Other	7.6	4.5	8.4	6.3	7.2	3.4	6.1	8.3	7.1

Conservation of energy should only be practiced on a voluntary basis

Consensus:
Do not rely on voluntary approaches.
Only business and industry are in favor

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	3824	577	703	134	179	130	625	380	6552
Responses to Issue vs. All Responses (%)	20	32	32	23	28	35	29	27	23
Consensus	Disag.	Agree	Agree	Disag.	Disag.	Disag.	Disag.	Disag.	Disag.
Strongly Disagree	6.9	3.8	4.1	8.2	11.7	30.8	8.2	4.5	6.9
Disagree	50.0	42.3	37.3	43.3	40.8	30.8	52.2	46.3	47.2
Agree	39.9	50.1	50.9	45.5	41.3	32.3	36.2	45.8	42.0
Strongly Agree	2.5	3.3	6.5	2.2	4.5	4.6	2.6	3.4	3.2
No Stated Position	0.7	0.5	1.1	0.7	1.7	1.5	1.0	0	0.7

Tax incentives should be allowed all energy users who practice energy conservation measures

Consensus:
All groups strongly favor tax incentives

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	4713	811	916	221	250	123	803	529	8366
Responses to Issue vs. All Responses (%)	25	45	42	38	39	33	37	37	30
Strongly Disagree	0.2	0.4	0.1	0.5	0	0.8	0.2	0.2	0.2
Disagree	2.4	1.4	1.5	0.5	1.2	0.8	1.1	2.3	1.9
Agree	81.4	87.4	83.7	72.4	65.6	48.8	74.7	72.6	79.8
Strongly Agree	15.8	10.9	14.4	25.8	33.2	49.6	23.4	25.0	17.8
No Stated Position	0.2	0	0.2	0.9	0	0	0.5	0	0.2

Other Public Comments and Suggestions on Conservation

The letters from individual citizens indicate that their concerns and suggestions are based on personal experience. They focused on the familiar—their homes and their cars—and their suggestions breathe every-day life.

While it was not possible to tabulate suggestions, a sampling of the responses revealed some concerns and suggestions that are widely shared.

- 213 suggested reducing business and commercial hours, particularly at night and on weekends.
- 212 urged greater efforts to improve mass transportation systems as a means of saving gasoline.
- 209 supported mandatory regulations of car sizes, the number of cylinders, and fuel-efficiency, urging various penalties for cars with low efficiency and rewards for cars that operate economically.
- 172 thought there should be a tax based on a car's weight or its fuel efficiency.
- 150 urged rigid enforcement of highway speed limits.
- 132 supported gasoline rationing.
- 129 believed that there is too much outdoor lighting.
- 113 urged greater public education on energy use; a Tucson, Arizona, attorney expressed this by saying, "Conservation is a necessary short-term goal. We must, however, modify our cultural attitudes about energy consumption and develop a new energy ethic based on frugality."
- 77 thought that schools should rearrange their schedules, including shorter school weeks and winter vacationing.

Policy Area: Imported Energy

Despite efforts since the oil embargo of 1973–74 to decrease the nation's dependence on overseas energy sources, imports have continued to rise. The White House invitation for comment asked how the United States might reduce this vulnerability.

Only about one-quarter of all who wrote specifically addressed the area of imported energy; those who did, whatever their region or group, were in substantial agreement that the Nation should build a reserve stockpile of petroleum. Fewer persons suggested how large this reserve should be, but of those who did, most thought it should be sufficient to meet the nation's needs for six months or more if all imported supplies were suddenly cut off. A scientist in Chapel Hill, North Carolina wrote: "Reserve stockpiles might be encouraged by changes in inventory tax structures, but I don't have much hope that the U.S. can really become self-sufficient in energy without fundamental changes in current life styles."

And most writers who addressed this issue were opposed to reliance on voluntary reduction of energy consumption during future crises.

Though some domestic energy resources are being depleted rapidly, almost all respondent groups agreed by wide margins that production of such non-renewable resources as oil, gas, and coal should be increased in order to limit dependence on imported energy.

Establishing a reserve stockpile of petroleum was strongly supported by all groups in every region. The strongest support came from labor officials, followed closely by all other groups.

Though many writers favored a petroleum stockpile, far fewer suggested how large it ought to be. The general public, business, and public interest groups favored having a six-month supply on hand

The United States should build a reserve stockpile of petroleum

Consensus:
All groups favor a stockpile

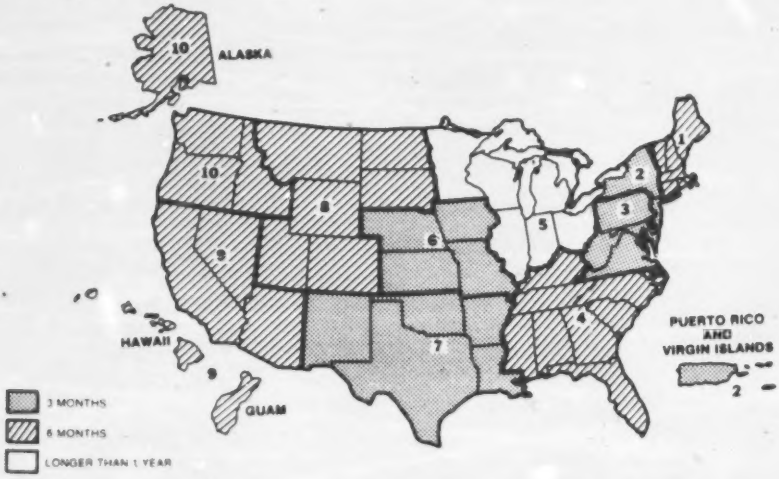
	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	3075	543	652	107	180	130	559	348	5594
Responses to Issue vs. All Responses (%)	16	30	30	18	28	35	26	24	20
Strongly Disagree	0.7	1.5	0.5	2.8	0.6	0	0.7	0.3	0.8
Disagree	8.5	8.8	7.5	10.3	5.0	4.6	6.8	10.9	8.2
Agree	79.7	83.6	82.2	73.8	71.1	53.1	78.4	71.0	78.7
Strongly Agree	10.5	5.5	8.9	13.1	22.8	42.3	13.6	17.5	11.8
No Stated Position	0.5	0.6	0.9	0	0.6	0	0.5	0.3	0.5

The stockpile should be sufficient to supply the nation's needs for

Consensus:
Stockpile for 6 months or more. Industry disagrees.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	1290	256	312	38	87	49	219	184	2435
Responses to Issue vs. All Responses (%)	7	14	14	7	14	13	10	13	9
Consensus	6 mos.	6 mos.	3 mos.	6 mos.	Longer	Longer	Longer	3 mos.	6 mos.
0 months	4.2	2.7	4.2	2.6	3.4	4.1	3.2	3.3	3.8
3 months	25.3	26.8	31.4	23.7	20.7	10.2	17.4	27.7	25.2
6 months	27.8	27.7	29.2	36.8	28.7	30.6	20.1	27.2	27.4
1 year	20.4	18.4	17.3	18.4	18.1	16.3	19.2	16.3	19.1
Longer	22.8	24.8	17.9	18.4	31.0	38.8	40.2	25.5	24.6

if imports were suddenly cut off, though the public was divided regionally (see map below). Most industry respondents settled for a three-month supply. All remaining groups supported a reserve large enough for a year or longer.



The issue of relying on voluntary strategies to reduce energy consumption in the event of a new supply crisis elicited opposition by all groups.

A man in Parkesburg, Pennsylvania expressed his concern in saying:

"I don't believe that voluntary measures could hope to be successful during another 'Energy Crisis.' Those individuals with a large supply of capital will continue to purchase supplies . . . while those in the lower economic brackets would be forced out of the market."

In a crisis that threatens the nation's supply of imported petroleum, the government should depend on voluntary measures to reduce consumption

Consensus:
Majorities in each group oppose dependence on voluntary cutbacks in a crisis.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	1455	272	305	55	79	70	286	182	2704
Responses to Issue vs. All Responses (%)	8	15	14	9	12	19	13	13	10
Strongly Disagree	9.4	8.8	7.9	10.9	13.9	20.0	14.3	11.5	10.3
Disagree	53.9	56.3	51.1	50.9	43.0	32.9	49.0	46.7	51.9
Agree	33.7	33.1	37.0	34.5	36.7	40.0	34.3	36.8	34.6
Strongly Agree	1.9	0.7	2.3	1.8	3.8	2.9	1.7	2.2	1.9
No Stated Position	1.1	1.1	1.6	1.8	2.5	4.3	0.7	2.7	1.4

The nation should reduce immediate vulnerability by increasing production and decreasing its use of finite nonrenewable resources, such as coal, oil, and gas

Consensus:
Majorities in each group favor increased production.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	657	75	131	23	21	11	66	55	1039
Responses to Issue vs. All Responses (%)	4	4	6	4	3	3	3	4	4
Strongly Disagree	0.8	1.3	0.8	0	0	9.1	3.0	0	1.0
Disagree	2.4	0	1.5	4.3	0	0	1.5	5.5	2.2
Agree	83.7	89.3	80.2	95.7	95.2	90.9	84.8	81.8	84.2
Strongly Agree	12.9	9.3	17.6	0	4.8	0	10.6	12.7	12.5
No Stated Position	0.2	0	0	0	0	0	0	0	0.1

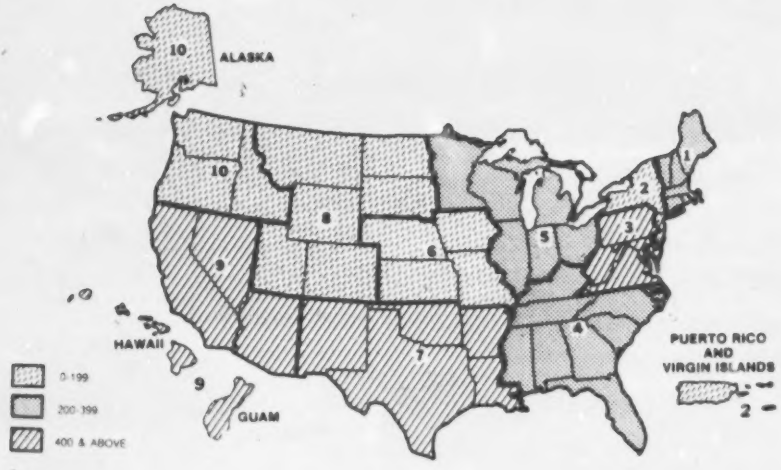
In the entire area of imported energy, this issue generated the smallest response. Of the relative few who addressed the issue, there was near unanimity that the nation should reduce its vulnerability to foreign supplies by stepping up the production of domestic resources, even if some of these sources cannot be replenished.

Policy Area: Supply Development

The memories of the 1973 oil embargo and the recent harsh winter are still strong. It has become clear that there is a need to relieve the country's dependence on finite resources and to focus attention on the development of abundant or inexhaustible energy sources. In order to achieve energy sufficiency, the people were asked which energy options they favored developing. Sixty-two percent of the respondents, the highest response to any policy area, were concerned about the issue of supply development of energy sources. They suggested a range of options from methanol production by anaerobic digestion of surplus farm grain to tidal power to using Germany's micron-four coal process developed in the 1930's.

The public's response to developing energy resources indicated that writers thought of the long term and of renewable or abundant resources. Coal was the most favored option. Solar energy was uniformly supported in all regions, but as the map on the next page shows, support for nuclear energy was unevenly distributed.

Comments included those from an Elmhurst, New York resident who wrote: ". . . let us face the problem with our eyes open and utilize technology presently available. I am of course referring to nuclear power and coal."



A Michigan man added, "Hopefully by 2050, some form of broadcasted electricity from solar power plants in orbit around the earth may take over some of our nation's energy load."

A Lexington, Kentucky woman wrote, "For the future, more federal research money should be made available for renewable energy resources—breeder reactors, wind, solar, and geothermal power. In the meantime, consumers shouldn't be unduly penalized for the need to use energy when other alternatives are available."

Overall, those who rank energy resources for development gave highest priority to coal. Solar energy was uniformly supported in all regions. There were, however, wide regional variances for nuclear energy. A disproportionately large number of letters favoring nuclear energy was mailed from several zip codes, indicating a group effort. When the numbers are normalized, coal remained first but solar became second choice and nuclear third.

Respondents also favored several other energy resources for development. Those mentioned most often were wind power (more than 300 writers) and the conversion of solid or biological waste into power (more than 100 writers).

Of the respondents who addressed this issue, most felt that there could or would be environmental damage created by developing energy resources. The largest number felt nuclear power development presented the greatest risk; coal was the next most cited resource.

The issue of damaging the environment provoked divergent attitudes, particularly regarding nuclear energy. Reflecting the differences, a Rutland, Vermont woman wrote: "Vermont is 40 percent

Which of the following energy sources presents the greatest risk to the environment?

Concensus: Majorities in each group assign biggest environmental risk to nuclear

	Consensus		General Public		Business		Industry		Public Interest Groups		Government (State & Local)		Labor		Education		Other	
	Rank	No.	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No
Coal	2	131	2	98	2	8	2	9	2	1	2	1	2	0	2	6	2	8
Oil	6	7	5	5	3	1	4	1	3	0	3	0	2	0	4	0	4	0
Gas	8	0	7	0	4	0	5	0	3	0	3	0	2	0	4	0	4	0
Nuclear	1	642	1	442	1	16	1	18	1	34	1	10	1	6	1	82	1	34
Hydroelectric	5	8	4	6	3	1	5	0	3	0	3	0	2	0	3	1	4	0
Solar	3	13	3	7	4	0	3	3	2	1	3	0	2	0	3	1	3	1
Geothermal	7	3	6	1	3	1	4	1	3	0	3	0	2	0	4	0	4	0
Other	4	9	5	5	3	1	4	1	2	1	3	0	2	0	3	1	4	0

dependent on nuclear generation for electricity and 45 percent hydroelectric. I'm proud of this—it makes us largely independent of the whims of foreign countries. The fear of Vermonters scares me—many equate nuclear power with nuclear bombs. Much of the advertisement done by antinuclear groups presents it as such."

While a man from Duluth, Minnesota expressed his concerns: "Halt all new nuclear generation construction and shift existing nuclear power plants over to coal. The dangers from radioactive wastes, power plant sabotage and high capital cost should foreclose further development of these extremely dangerous sources of energy."

Of the general public, more than 84 percent said the Federal government should be responsible for financing energy resource development and about a third favored industry's financing the development.

Business and industry agreed with the general public but gave financing by industry somewhat higher percentages.

General Public's Ranking of Energy Resource Development

	Region 1	Region 2	Region 3	Region 4	Region 5	Region 6	Region 7	Region 8	Region 9	Region 10
Coal	3	2	2	2	1	2	2	1	3	3
Oil	5	6	6	5	6	6	4	4	5	5
Gas	8	8	8	7	7	7	7	6	8	8
Nuclear	2	3	1	1	3	3	1	2	2	1
Hydroelectric	6	5	5	6	5	5	6	5	6	6
Solar	1	1	3	3	2	1	3	1	1	2
Geothermal	7	7	7	8	8	8	8	7	7	7
Other	4	4	4	4	4	4	5	3	4	4

Priorities for development of energy resources

Consensus:
Coal, then solar and nuclear

	Consensus		General Public*		Business		Industry		Public Interest Groups		Government (State & Local)		Labor		Education		Other	
	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No
Coal	1	5211	2	3207	1	447	1	622	2	36	1	149	1	90	2	302	1	299
Oil	5	478	5	338	5	34	5	48	5	6	6	6	8	2	6	16	5	28
Gas	7	115	8	58	6	18	7	17	8	1	7	4	7	3	8	9	8	5
Nuclear	*2	4532	*1	3396	2	280	2	373	3	44	3	50	3	44	3	184	3	139
Hydroelectric	6	389	6	235	5	34	6	28	6	5	4	9	4	9	5	28	6	23
Solar	3	4440	3	2847	3	275	3	255	1	131	2	121	2	50	1	556	2	205
Geothermal	8	108	7	66	7	8	8	7	7	3	8	2	8	4	7	10	7	6
Other	4	716	4	484	4	38	4	64	4	18	5	8	5	7	4	54	4	43

*Nuclear was third when normalized; see discussion below.

What should be the source of developing financing?

Consensus:
Majorities of all groups favor
Federal financing of resource development

	Consensus		General Public		Business		Industry		Public Interest Groups		Government (State & Local)		Labor		Education		Other	
	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No	Rank	No
Federal	1	4033	1	2343	1	319	*1	430	1	97	1	123	1	92	1	384	1	245
Public	3	212	3	116	3	19	3	33	4	2	4	9	4	2	4	18	4	13
Industry	2	1539	2	870	2	159	2	223	2	32	2	35	2	22	2	79	2	119
State Gov't	5	143	4	75	2	14	4	20	3	5	5	5	5	0	5	13	5	11
Local Gov't	6	72	6	34	5	9	5	12	4	2	6	3	5	0	6	7	6	5
Other	4	154	5	61	6	8	6	10	3	5	3	10	3	14	3	27	3	19

Policy Area: Environment

On environmental questions, the survey demonstrated in true Town Hall character that there is little neutral feeling in this area. The responses from the participants emphasized their awareness of the impact of energy needs on the quality of air, land and water coupled with the desire for an aesthetically attractive landscape and clean air and water for life support needs.

Sacrifices should be made in environmental quality in order to develop new energy resources.

Consensus:
Most groups say sacrifices should be made.
Public interest groups disagree.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	4133	612	788	148	189	117	522	411	6920
Responses to Issue vs. All Responses (%)	22	34	36	26	30	32	24	29	25
Consensus	Agree	Agree	Agree	Disag	Agree	Agree	No Con	Agree	Agree
Strongly Disagree	4.6	1.6	1.1	12.8	7.4	6.8	8.4	5.1	4.6
Disagree	25.8	16.3	13.7	41.9	27	29.9	40.4	24.6	25.1
Agree	61.5	74.5	76.3	41.9	59.3	53	45.4	61.8	62.5
Strongly Agree	5.9	9.2	6.7	1.4	2.1	7.7	3.4	6.3	5.6
No Stated Position	2.2	2.3	2.2	2	4.2	2.6	2.3	2.2	2.2

Usually these two considerations, energy versus environment, were viewed as being in opposition to one another with comments ranging from a Newington, Connecticut man's "In no event should environmental concerns become secondary!" to an Allentown, Pennsylvania's "The employed and poor have little interest in the environmental impact problems when it keeps them from living a decent life financially." Within this range, the predominant attitude of the participants was a sense of trade-off between the importance of energy for a strong economy and concern for environmental goals. A Stamford, Connecticut man summarized this view when he wrote, "We must carefully evaluate and balance our need for energy together with our need for an environmentally clean society. It is not feasible to promote one objective without regard for the other."

Surface mining developers should be required to provide local site reclamation.

Consensus:
Majorities of all groups agree.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	844	123	151	25	25	11	91	73	1343
Responses to Issue vs. All Responses (%)	5	7	7	4	4	3	4	5	5
Strongly Disagree	9	0	2	0	0	0	1.1	0	9
Disagree	19.2	34.1	36.4	12	16	18.2	17.6	30.1	22.8
Agree	71.6	61	57.6	76	76	63.6	68.1	63	68.4
Strongly Agree	7.3	1.6	2	8	8	18.2	12.1	6.8	6.6
No Stated Position	9	3.3	2	4	0	0	1.1	0	1.3

Present environmental quality regulations should be enforced even in times of higher energy need.

Consensus:
A very close issue with broad divergence.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	965	142	155	38	29	14	106	85	1532
Responses to Issue vs. All Responses (%)	5	8	7	8	5	4	5	6	5
Consensus	Disag	Disag	Disag	Agree	Agree	Agree	Agree	Disag	Disag
Strongly Disagree	4.9	2.8	3.2	0	0	0	.9	2.4	3.9
Disagree	48.7	66.2	66.5	19.4	17.9	21.4	27.4	50.6	47.1
Agree	42.8	27.5	27.1	55.6	55.2	71.4	64.2	43.5	42.1
Strongly Agree	5.9	.7	1.9	19.4	6.9	7.1	7.5	2.4	5.3
No Stated Position	1.8	2.8	1.3	5	0	0	0	1.2	1.7

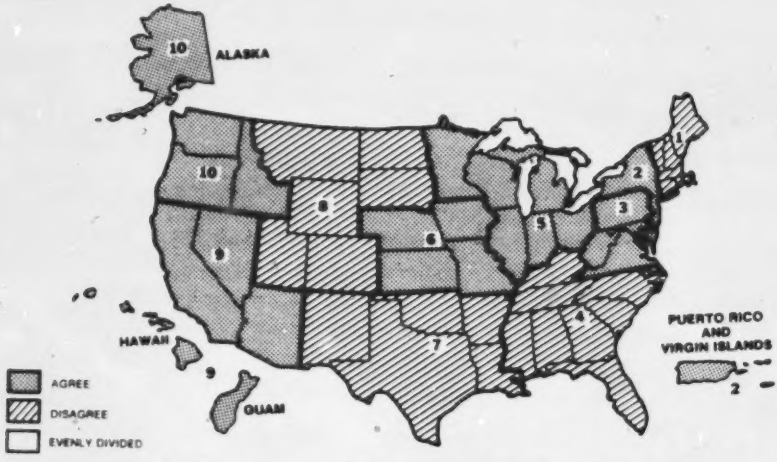
Of the respondents to this issue, two-thirds agreed that new energy sources are a more important consideration than environmental quality. This statement received its greatest overall support in Region 7 (New Mexico, Texas, Oklahoma, Arkansas, and Louisiana). As a California man wrote, "A middle ground must be found that will allow us to mine coal, dig out the shale, site nuclear plants, tap geothermal reservoirs, and do all those other things necessary to provide energy—and still keep a semblance of order in the environment. Under no circumstances should concern for the environment be the only pacing factor."

Only about a fifth as many people addressed this issue as responded to the preceding issue in the environmental area. More than 70 percent of those who did voice support of required reclamation by surface mining developers. This issue received majority support of all of the responding groups; however there was a considerable range in that support. This particular issue was of greatest concern (80 percent agreement) to respondents in the Northwestern states of Washington, Oregon, Idaho, and Alaska (Region 10) with respondents in Kentucky, Tennessee, North and South Carolina, Georgia, Alabama, Mississippi, and Florida (Region 4) expressing marked agreement (79 percent) with required reclamation. The least support by any single group was registered by industry (59 percent).

Comments included suggestions that supervision of land reclamation be handled at the state level and that reclamation should be determined on a case-by-case basis.

In the environmental policy area, response to this issue showed the most marked conflict. Among these economic and social groupings responding in sufficient numbers to assess a general attitude, industry and business disagreed with the proposition, as did the category

"other." All the other groups but one were as strong in agreement as business and industry were in opposition. The general public was sharply divided as the map shows.



Policy Area: Federal Regulation

The Federal government has manifold roles and responsibilities in proposing and initiating policies and legislation governing energy. The invitation for public comment asked for ideas on "... the appropriate Federal role and approach in the regulation of oil, natural gas, leasing of public lands and the outer continental shelf, nuclear power plants, electric utilities, and fuels allocation ..." and further sought comment on "... what kinds and types of regulatory protections should be adopted to protect consumers. . . ."

The policy area of Federal regulation was the third-ranking concern among those who wrote, with more than a third of all writers addressing one or more of the issues involved.

Most attention was directed to the issue of relying on market forces rather than moving towards more regulations. Only a small number of writers directed their comments to the other issues in this policy area; of these, the largest number had something to say about consumer protection, advocating Federal standard setting, price controls, or other approaches. It should be stressed, however, that the writers were few and their viewpoints greatly divergent, whatever their group or region.

An overwhelming percentage of responses on this issue favored moving policy toward greater reliance on market forces rather than moving toward greater controls over prices and other matters.

Feeling on the issue is generally strong. A man from Fishkill, New York wrote:

Energy policy should move toward greater reliance on market forces than on regulations.

Consensus:
Majorities of most groups favor market forces. Labor disagrees.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to issue	4970	751	1044	132	185	137	504	469	8192
Responses to issue vs. All Responses (%)	27	41	48	23	29	37	23	33	29
Consensus	Agree	Agree	Agree	Agree	Agree	Disag.	Agree	Agree	Agree
Strongly Disagree	2.3	1.1	.8	3.8	4.3	24.1	8.3	1.3	2.6
Disagree	15.2	9.1	5.5	21.2	20.5	32.1	29.4	12.4	14.8
Agree	65.2	76.3	78.0	56.8	62.2	25.5	55.6	68.7	66.6
Strongly Agree	16.8	13.2	15.6	17.4	10.8	17.5	7.7	17.1	15.5
No Stated Position	.7	.4	.2	.8	2.2	.7	1.0	.6	.7

"We do have an energy policy, and it's a catastrophe! We price petroleum products as if we were having an inventory sale. Meanwhile, our petroleum industry can't get enough capital to keep production from declining; and alternate energy sources are kept from competing. Only deregulation, and a return to a free market policy, will extricate us from our escalating energy crisis."

A Houston, Texas resident commented:

"A first consideration in formulating an energy policy must be whether energy production is to remain with the private sector or should it be under complete control by the government. . . . If controls are the ultimate answer, then let us get with it and stop pretending otherwise. If private enterprise is still a viable system, then government must cease being a detractor and try for a partnership with industry in solving the energy problems."

Only one group of responses, those from labor union officials, disagreed with increasing reliance on market forces. As a labor union official from Kentucky said: "We cannot afford greater reliance on the market forces. As this past winter illustrates, this wasn't desirable. The market forces went to the area with the greatest return. The Government should have greater control over the process and there should be regulatory protections adopted to protect the consumers. . . ."

And this from a resident of Pen Yan, New York: "In regard to Federal regulation, the profit motivation in the energy businesses and lack of restraint by the companies when a crisis provides them with an opportunity to exploit the public makes it mandatory that the Government develop controls."

When the various components of Federal regulation were broken into specific items for regulation, the responses were much more

The appropriate role for the federal government in regulating petroleum products is:

Consensus:
Most favor tax tool to regulate petroleum. Divergence emerges.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	1106	88	108	25	34	16	141	84	1598
Responses to Issue vs. All Responses (%)	6	5	5	4	5	4	6	6	6
Jaw-bone Industry	2.6	7.0	5.7	12.0	0	0	2.1	2.4	3.1
Set Standards	10.9	15.1	20.8	0	23.5	25.0	14.9	15.5	12.6
Direct Allocation	23.6	19.8	18.0	32.0	20.6	12.5	20.6	25.0	22.7
Taxation	35.7	30.2	37.7	40.0	32.4	18.8	28.4	35.7	34.7
Set Prices	18.3	12.8	13.2	4.0	20.6	43.8	22.7	11.9	17.8
All of These	8.9	15.1	6.6	12.0	2.9	0	11.3	9.5	9.1

divergent. The first of these items was petroleum products which 16 percent of respondents in this issue area addressed. Taxation as a regulatory tool was favored by 35 percent of those responding, direct allocation of fuels by 23 percent and price setting by 18 percent.

The issue of fuel allocation drew responses from 973 people. Twenty-seven percent viewed direct allocation as the preferred approach, while 23 percent favored taxation.

On other regulatory issues, most respondents (and the numbers were relatively low) thought that the Federal Government should regulate the nuclear power industry and the leasing of public lands and the continental shelf by setting standards, and favored Federal price regulation of electric utilities even though this is now predominantly the role of state agencies.

The appropriate role for the federal government in regulating fuels allocation is:

Consensus:
Most groups favor fuel allocation, but results are mixed.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	618	63	84	19	22	13	88	66	973
Responses to Issue vs. All Responses (%)	3	3	4	3	3	4	4	5	3
Jaw-bone Industry	8	1.6	3.6	5.3	0	0	0	1.5	1.1
Set Standards	12.1	15.9	14.3	10.5	18.2	15.4	13.6	21.2	13.5
Direct Allocation	27.8	17.5	23.8	36.8	36.4	38.5	30.7	27.3	27.5
Taxation	22.8	34.9	23.8	10.5	22.7	7.7	20.5	25.8	23.2
Set Prices	23.5	9.5	25.0	15.8	18.2	30.8	18.2	13.6	21.4
All of These	12.9	20.6	9.5	21.1	4.5	7.7	14.0	10.6	13.3

Policy Area: Intergovernmental Relations

Within the policy area of Intergovernmental Relations, the respondents addressing this topic tended to support cooperation between the various levels of government in the development and implementation of energy policies. The responses to this policy area showed marked agreement that governmental responsibilities be designated, but only a few responses specifically stated what the divisions of responsibility should be. One such suggestion was offered by a Fond Du Lac, Wisconsin man who wrote, "Federal responsibility should concentrate on development of energy sources and state responsibility should relate to environmental impact."

Despite the fact that some writers were vocal in support of state and local policy control as opposed to Federal Government control, the vast majority of respondents chose Federal policy and its implementation to supersede all other levels of government in order to ensure maintenance of the national policy once it is established.

The overwhelming majority of the respondents agreed on a designation of responsibilities for each of the various levels of government in the development of a national energy policy. There was no significant variation among respondents from the different regions. Among groups, those from public interest organizations and labor were strongest in their agreement on the importance of designated responsibilities.

Of those who addressed this issue, 90 percent favored the notion that only the Federal government has the structure and resources to make a national energy program work. The only marked regional variation came from Region 7 (Arkansas, Louisiana, Texas, Okla-

To make energy policies work, federal, state and local governments must have designated responsibilities for development and implementation

Consensus:
All groups each level of government must have designated responsibilities.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	841	132	155	38	103	30	159	118	1574
Responses to Issue vs. All Responses (%)	4	7	7	6	16	8	7	8	6
Strongly Disagree	2.4	.8	1.9	2.8	0	0	1.3	1.7	1.8
Disagree	2	1.5	2.6	0	1	0	4.4	1.7	2.1
Agree	88.2	93.2	91	91.7	84.5	83.3	85.5	92.4	88.7
Strongly Agree	6.8	3.8	3.9	5.6	14.6	16.7	8.8	4.2	6.9
No Stated Position	.6	.8	.6	0	0	0	0	0	.4

Only the federal government has the structure and resources for providing U.S. citizens with an equitable energy program.

Consensus:
All groups agree the Federal government can best assure equity.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	963	169	256	42	14	31	150	110	1786
Responses to Issue vs. All Responses (%)	5	9	12	7	7	8	7	8	6
Strongly Disagree	3.5	1.8	2.7	4.8	6.8	0	4	6.4	3.5
Disagree	6.5	9.5	7	2.4	8.9	3.2	5.3	3.6	6.5
Agree	82.2	82.9	80.9	85.7	62.2	58.1	80.7	84.5	81
Strongly Agree	6.5	6.5	9	7.1	22.2	38.7	10	5.5	8.7
No Stated Position	0	0	.4	0	0	0	0	0	2

homa, and New Mexico) where 16 percent disagreed. A woman from Richland, Washington expressed the majority opinion in writing:

"The Federal Government will at times have to supersede state and local powers so the best interests of citizens all over the country can be met. State and local governments tend to be provincial in their thinking."

Policy Area: Citizen Participation

Relatively few people directly addressed the issue of citizen participation. Those who did, however, strongly favored involvement of the public in energy policy, regardless of group or region.

Public education on the energy situation and the available options were pointed out as a significant need by many writers. A New York City resident wrote that the Government should "provide federally sponsored teaching/learning events, located in the community, for planners, builders, and consumers—a public forum type where all the 'bugs' can fly."

A respondent from Jacksonville, Florida wrote: "I suggest that the Federal government require all local (public) television stations to create a weekly show demonstrating energy saving techniques. . . . I would envision a show similar to Julia Child . . ."

A man from Visalia, California addressed the issue this way: "To protect the democratic process will require continuous and effective citizen participation at all levels, from the grassroots to the federal agencies. . . . Responsible citizen participation can only be achieved if responsible citizens are selected for commissions and committees to work with government officials."

A group of women from Huntington, New York stated: "The largest untapped resource is the American people. Given strong leadership,

The public should participate in the continuing evolution and implementation of energy policies

Consensus:
All groups favor public involvement

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to issue	1242	189	231	82	71	17	173	130	2135
Responses to issue vs. All Responses (%)	7	10	11	14	11	5	8	9	8
Strongly Disagree	1.6	0	.4	1.2	2.8	0	0	0	1.1
Disagree	4.4	4.8	6.9	7.3	4.2	5.9	2.3	6.9	4.8
Agree	85.8	88.9	85.3	78	80.3	82.4	90.2	89.2	86.1
Strongly Agree	7.8	6.3	6.9	13.4	12.7	11.8	7.5	3.8	7.7
No Stated Position	.3	0	.4	0	0	0	0	0	.2

direction toward goals and examples set at the top, people will rally and great strides made toward solving the energy problems. . . . Citizen advisory committees should be formed for siting of energy facilities such as power plants, transmission lines, oil refineries, pipelines and support facilities; and for research and development to achieve an even distribution of funds and set priorities."

People's opinions on the relative influence of citizen groups spanned a wide range. A man in West Hartford, Connecticut stated: "Society is entitled to decide on the risks it will or will not accept but this requires the judgment of an informed society, not an inflammed society. Public hearings, the public comment process, intervention in regulatory proceedings and the political/democratic process are adequate to protect minority interests. But the final responsibility and accountability for decisions rests with the elected or appointed officials having technical jurisdiction."

And a sixth grade student from Glenville, Illinois wrote to say that she was "very concerned about the energy situation and that all people, including kids, should help. Use kid power to save power."

Policy Area: Hardships

The topic of economic hardships concluded the White House invitation for public comment. Since the Public Notice came in the wake of the severe weather conditions of the recent winter, there were strong reactions among those who responded to this area.

For instance, a man in Denver, Colorado cited "a 90-year-old woman being forced to sell her home because of rising utility bills," and a woman writing from an agency on aging stated that the agency made "emergency funds available to the elderly in our area. We felt this kind of aid was vital in helping older people on fixed incomes make it

It is possible to share the economic hardships of severe weather across the nation in order to reduce adverse regional impact

Consensus:
All groups agree hardships can be shared.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	466	132	105	15	28	12	69	50	838
Responses to Issue vs. All Responses (%)	2	5	5	3	4	3	3	4	3
Strongly Disagree	1.5	8	2.9	0	0	0	0	2	1.7
Disagree	17.6	1.5	22.9	0	7.1	0	5.8	16	17.2
Agree	72.1	90.2	69.5	86.7	75	58.3	81.2	82	72.4
Strongly Agree	8.2	3.8	3.8	13.3	17.9	41.7	11.6	0	7.9
No Stated Position	.6	.8	1	0	0	0	1.4	0	0.8

through the winter." Another woman wrote that she was paying "luxury rents for nonluxury apartments," because the cost of utilities was passed along in the rent.

As a man from Oakland, California wrote: "Before you complete your energy program you should focus on how the increased costs will impact the average American."

A consulting engineer in Indianapolis dissented, saying: "There is no way to avoid hardship . . . Either we stay with the free enterprise system or we go the way of a completely planned economy."

Of the respondents who addressed this issue, 80 percent agreed that economic hardships can be shared. Regionally, the respondents most heavily in favor were in Region 10 (85 percent) although there was strong support in all regions (63 percent or better). All groups concurred in this belief.

Energy prices to the consumer should be regulated so as to minimize unanticipated increases

Consensus:
All groups favor cushions against price rises, but response is low

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to Issue	280	64	47	10	12	15	64	37	511
Responses to Issue vs. All Responses (%)	2	3	2	2	2	4	3	3	2
Strongly Disagree	2.1	0	4.3	0	0	0	3.1	8.1	3.1
Disagree	25.4	10.9	40.4	10	8.3	13.3	7.8	24.3	24.5
Agree	59.3	81.3	48.9	80	66.7	66.7	71.9	56.8	60.1
Strongly Agree	13.2	6.3	6.4	10	25	20	17.2	10.8	12.3
No Stated Position	0	1.6	0	0	0	0	0	0	0

Current energy prices constitute an economic hardship

Consensus:
All groups agree present energy prices are a hardship. Response is low.

	General Public	Business	Industry	Public Interest Groups	Government (State & Local)	Labor	Education	Other	Total
Responses to issue	329	169	26	18	27	21	41	25	512
Responses to issue vs. All Responses (%)	2	1	1	3	4	6	2	2	2
Strongly Disagree	3	1.8	0	0	0	0	0	4	4
Disagree	2.4	9.5	11.5	0	0	0	0	0	2.7
Agree	59	82.2	69.2	33.3	37	23.8	17	40	53.9
Strongly Agree	37.7	6.5	19.2	66.7	63	76.2	24	56	42.6
No Stated Position	6	0	0	0	0	0	0	0	4

Though response to this issue was small, most writers agreed with the proposition. While there is strong agreement that energy hardships should be dealt with through sharing and regulation, there were a variety of suggestions about solutions to these economic pressures. One man wrote from Redondo Beach, California:

"We've also heard that we're in the midst of a long-range weather cycle that forecasts more severe winter cold and drought for several more years.

"What have we learned?

"For one, we've learned how to survive. Another, that we can recoup. The Federal government might help by using its corps of scenario writers to take the data from the winters of 1967–77 and extrapolate them into the future. That will be useful in writing counter-scenarios. These should be passed on to the local and state governments for their implementation—as they see fit. Part of the scenario should include Federal loans and funding for those areas that will suffer the hardships."

And a Blacksburg, Virginia resident wrote:

"Start a program to educate the public that a less-intensive energy-using economy is absolutely necessary so that when a crisis . . . occurs again they will be able to cope with it in an emotional sense as well as materially."

Many of the respondents wanted a hybrid of government regulation and open market as indicated by the comment of a Los Angeles resident: "I feel that the Federal government's role in energy pricing should be as an adjunct to market forces rather than in place of market forces. The Government should not control prices, but should only tax those uses which do not conform to long-range interests of the Nation."

Response on this issue was limited to 512 writers, with 96.5 percent of these agreeing with the issue statement. Due to the small num-

ber of responses, a further breakdown would not be statistically significant. However, some of the written responses highlight general perceptions on the issue. Many comments reflected a belief that the wealthy can sustain and in fact purchase the luxury of additional energy while the poor have to bear the brunt of high energy costs with no alternatives.

In terms of current prices, a Wisconsin man wrote that the "Greatest hardship now encountered by low-income groups is not due to energy costs but to inflation which affects the cost of everything they purchase including energy." Another respondent from Harrisburg, Pennsylvania suggested that, "Inequities in energy decisions should be addressed through social welfare programs—not directly through energy programs," which was reinforced by a Midland, Michigan man who wrote, "There are already social programs in place to mitigate hardship situations. Abrupt return to free market pricing will require bolstering these programs to allow folks to adjust. However, this is a lesser evil than pretending energy is still cheap and penalizing everybody with rationing or some other form of ponderous artificial control mechanism. . . ."

OTHER CONCERNS, OTHER SOLUTIONS

In reading the replies, it became evident that the citizens who responded often had much more on their minds than the policy areas included in the Public Notice. The ideas that they offered covered a diverse spectrum; a large number of letters was abstracted and the abstracts were sent to the White House in advance of this report. The suggestions indicate that the people who responded thought hard about the energy situation and what they would do about it, often with homespun ingenuity. All the comments cannot be included because of space, but the following list is a fair sampling.

- Ban neon lights,
- Place traffic-driven generators on highways,
- Voluntarily pledge to reduce gasoline consumption with driver's license renewal,
- Darken Las Vegas,
- Discontinue nighttime outdoor events to save electricity,
- Reverse daylight savings time,
- Close post offices on weekends,
- Prohibit credit card purchases of gasoline and oil,
- Cancel all speed races—car, boat, motorbike, airplane, etc.,
- Curtail TV and radio broadcast time at night,
- Improve nutrition to keep bodies warmer,
- Build subterranean dwellings,

- Use candles and change air conditioner filters frequently,
- Restrict oil imports by law,
- Impose government control on oil utility companies,
- Encourage domestic gas and oil production,
- Deregulate interstate prices with a sliding-scale tax rate structure: higher usage—higher tax,
- Prohibit the use of natural gas for electricity generation,
- Monitor oil companies for windfall profits,
- Ban gas and oil as boiler fuel,
- Encourage use of heat pumps,
- Improve automobile carburetors,
- Tax recreational use of fuels and extra cars,
- Stop manufacturing fabrics and fertilizers made of petrochemicals,
- Develop steam-powered cars,
- Build cities in which residents don't need cars,
- Install utilities meters for individual apartments,
- Improve grid load management,
- Ban planned obsolescence,
- Import oil and leave Alaskan oil as a reserve,
- Eliminate electric gadgets,
- Develop afterburners for home furnaces,
- Use attic fans to save on air conditioning,
- Save oil and gas for agricultural fuels and fertilizers,
- Prohibit long-haul trucks,
- Install windows that open in new buildings,
- Withhold Federal highway funds where the Interstate system is completed,
- Install air exchangers to reduce home heating costs,
- Build laser fusion power plants,
- Harness waste heat loss from electric generating plants,
- Eliminate fuel adjustment charges,
- Make energy-efficient labeling of appliances more practical,
- Stockpile fuel for weather emergencies,
- Offer bounties to those who turn in large cars for small ones,
- Use thermography to detect heat losses,
- Create a Civilian Conservation Corps,
- Promote the use of bicycles,
- Build small, decentralized power plants,
- Stop manufacturing plastic junk items,
- Penalize those who withhold energy supplies from the public,
- Use gas reforming plants in methane production from coal gas,
- Develop energy from ocean thermal gradients,
- Encourage research on nitrogen-fixing bacteria,

- Make the military the caretaker for nuclear waste,
- Trade grain for oil,
- Consolidate commercial air flights,
- Increase use of organic fertilizer,
- Harness atomic waste,
- Encourage peak-load utility pricing and time-of-day metering,
- Streamline government regulations,
- Establish building codes based on conservation,
- Provide tax incentives for car-pooling,
- Remove auto-pollution devices from cars,
- Improve the railroads,
- Make low-cost loans for retrofit available,
- Promote coal conservation,
- Establish state and local energy offices,
- Reduce the birthrate,
- Establish local citizen energy watchdog committees,
- Call a national conference,
- Provide fuel stamps for the elderly,
- Protect low- or fixed-income people from increased energy costs,
- Encourage coal cleaning research,
- Require cost-impact analysis of environmental controls,
- Require environmental impact statements for new energy development,
- Limit citizens' legal recourse for stopping energy projects,
- Use wood for fuel,
- Develop a valve for gas furnaces to reduce consumption,
- Create space colonies,
- Centrally heat towns with coal,
- Send ice and snow to the drought-ridden West,
- Develop thermonuclear energy,
- Replace pilot lights with electrical igniters,
- Remove discounts to large consumers of electricity,
- Provide incentives to encourage exploration and production,
- Restore the depletion allowance,
- Nationalize the oil industry,
- Add duty to imported oil,
- Deregulate transportation industries,
- Tax excess profits,
- Develop hydrogen fuel,
- Use municipal wastes and sewage to generate power and steam,
- Convert legumes and other crops to alcohol fuel,
- Ban throw-away bottles and cans, and
- Help small inventors with loans and grants.

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